

**COUNTY OF SAN LUIS OBISPO BOARD OF SUPERVISORS  
AGENDA ITEM TRANSMITTAL**

|   |  |  |                      |
|---|--|--|----------------------|
| (1) DEPARTMENT<br>Planning and Building   | (2) MEETING DATE<br>4/19/2016                  | (3) CONTACT/PHONE<br>Airlin Singewald, Planner/(805)781-5198                               |                      |
| (4) SUBJECT<br>Request to authorize a General Plan Amendment application (LRP2015-00010) by GV4, LLC / Michaeljoe Goldstein to change the land use category on an approximately 40 acre parcel from Commercial Retail (CR) to a mixed CR and Commercial Service (CS) land use designation located on Ramada Drive approximately 600 feet north of the Highway 101 / North Main Street interchange in Templeton. District 1. |  |  |                      |
| (5) RECOMMENDED ACTION<br><br>It is recommended that the Board review the proposed amendment and determine whether to authorize processing.   |  |  |                      |
| (6) FUNDING<br>SOURCE(S) Application<br>Fees  | (7) CURRENT YEAR<br>FINANCIAL IMPACT<br>\$0.00 | (8) ANNUAL FINANCIAL<br>IMPACT<br>\$0.00   | (9) BUDGETED?<br>Yes |
| (10) AGENDA PLACEMENT<br>{ } Consent    { } Presentation    { } Hearing (Time Est. __) <b>{X}</b> Board Business (Time Est. <u>45mins</u> )   |  |  |                      |
| (11) EXECUTED DOCUMENTS<br>{ } Resolutions    { } Contracts    { } Ordinances <b>{X}</b> N/A  |  |  |                      |
| (12) OUTLINE AGREEMENT REQUISITION NUMBER (OAR)<br><br>N/A  |  | (13) BUDGET ADJUSTMENT REQUIRED?<br>BAR ID Number:<br>{ } 4/5 Vote Required <b>{X}</b> N/A |                      |
| (14) LOCATION MAP<br>Attached   | (15) BUSINESS IMPACT STATEMENT?<br><br>No      | (16) AGENDA ITEM HISTORY<br><b>{X}</b> N/A    Date: _____                                  |                      |
| (17) ADMINISTRATIVE OFFICE REVIEW<br>Lisa M. Howe   |  |  |                      |
| (18) SUPERVISOR DISTRICT(S)<br>District 1   |  |  |                      |

# County of San Luis Obispo



TO: Board of Supervisors

FROM: Planning and Building / Airlin Singewald, Planner

VIA: Bill Robeson, Deputy Director, Permitting

DATE: 4/19/2016

SUBJECT: Request to authorize a General Plan Amendment application (LRP2015-00010) by GV4, LLC / Michaeljoe Goldstein to change the land use category on an approximately 40 acre parcel from Commercial Retail (CR) to a mixed CR and Commercial Service (CS) land use designation located on Ramada Drive approximately 600 feet north of the Highway 101 / North Main Street interchange in Templeton. District 1.

## **RECOMMENDATION**

It is recommended that the Board review the proposed amendment and determine whether to authorize processing.

## **DISCUSSION**

### **Initial Staff Review**

The applicant is requesting to change the land use category on an approximately 40 acre parcel from Commercial Retail (CR) to a mixed CR and Commercial Service (CS) land use designation. This would allow for any of the allowable uses identified in Table 2-2 of the Land Use Ordinance for the CR or CS land use category to be established on the project site. The applicant has indicated future plans for the property including:

- Subdivision of the site to create 15 approximately one acre lots, one approximately four acre lot, and a 20 acre remainder parcel along Ramada Drive. The requested land use category change does not affect the subdivision potential of the property, as both CR and CS land are subject to same minimum parcel sizes.
- Development of a Construction Contractor's operation to include office and storage yard located on one of the proposed commercial parcels. This land use is not presently allowed under the existing CR designation, but would be allowed under the proposed mixed CR/CS designation.
- Future commercial development and subdivision of the front 20 acres by others at a future date. Under the existing CR designation, this area could only be developed with allowable commercial retail uses. After the requested change, it could also be developed with commercial service uses.



**Figure 1: Future Subdivision and Development**

The purpose of the proposed land use category change is to allow for a more diverse array of land uses on the project site in order to meet the changing market demands for uses and services. The applicant notes that regional shopping needs are met by existing and approved but not yet built shopping centers in the North County, and that there is a demand for other types of commercial uses in the area including: smaller community serving retail uses (e.g. grocery store); uses that generate sales tax (e.g. car sales lots); uses that target the growing tourist industry (e.g. wineries, craft distilleries, artisan culinary products); and uses that employ skilled/trade labor (e.g. small scale manufacturing or construction contractors). Some of these uses (i.e. wineries, breweries, artisan craft / food production) are allowed in the Commercial Service category but not in the Commercial Retail category. The proposed land use category change would allow for these types of Commercial Service uses to be established on the site, while also maintaining the Commercial Retail designation to accommodate regional retail development if there's a demand for it in the future.



**Figure 2: Project Site**

## **Background**

On August 25, 2015, the Board approved a similar general plan amendment for a 34-acre (25 parcels) area north of this site on Ramada Drive between Marquita Avenue and Cow Meadow Place (see Figure 2). There are two other properties in the county with mixed land use categories. This includes the Villa Paseo Senior Housing facility (CR/CS/RMF), which is also located on Ramada Drive, and a vacant 19 acre property located in the South County (REC/PF) on Willow Road owned by the Lucia Mar Unified School District. Mixed land use categories expand the allowable uses on a parcel to allow for all of the allowable uses under each land use category. This is different than “split zoning,” which is when a single parcel is divided by different land use categories.

## **Project Site and Surrounding Uses**

The 40-acre project site, which is located on the southern end of the Ramada Drive corridor in Templeton, is developed with a vacant single family home. The parcels immediately to the north, between the project site and Cow Meadow Place, are developed with commercial service, warehouses, and office buildings, as well as service/storage yards. Agriculture land and the Salinas River are located to the east. Ramada Drive and Highway 101 are to the west. The adjacent parcels to the south are split-zoned with Commercial Retail designated land along the North Main Street corridor and Agriculture designated land on the interior.

## **Project Data**

|                                |                                      |
|--------------------------------|--------------------------------------|
| Planning Area:                 | North County, Salinas River Sub Area |
| Community:                     | Templeton                            |
| Assessor Parcel Numbers:       | 040-211-009                          |
| Area:                          | 40 acres                             |
| Topography:                    | Nearly level to gently sloping       |
| Water Supply:                  | Community water                      |
| Sewage Disposal:               | Community system                     |
| Vegetation:                    | Non-native grasses                   |
| Existing Use and Improvements: | Vacant single family home            |

## **Land Use Category / Surrounding Land Uses**

North: Commercial Service / warehouses, offices, storage yards  
South: Commercial Retail, Agriculture / agricultural structures  
East: Agriculture / Salinas River  
West: Highway 101 and Ramada Drive

## **General Plan Information**

|                            |                                      |
|----------------------------|--------------------------------------|
| Land Use Element Category: | Commercial Retail                    |
| Combining Designation:     | None                                 |
| Planning Area Standards:   | North County, Salinas River Sub-area |
| Community:                 | Templeton                            |

## **Key Issues**

Traffic – The proposed project is located on Ramada Drive just north of the Highway 101 / North Main Street interchange in Templeton. The Templeton Circulation Study indicates that at buildout this intersection will operate at LOS F and recommends improvements to reconfigure and widen the interchange. The Public Works Department provided the following response to this project: “Because the estimated vehicle trip generation rates of CS zoning are comparable (if not less than) that of CR zoning we do not anticipate significant circulation changes with this proposed general plan amendment.” Future development of the project site would be required to pay its fair share contribution towards improving this interchange. Road improvement fees would be required with future building permits.

Loss of CR land – When a previous general plan amendment was submitted for a mixed CR/CS designation on the 35 acres between Marquita Avenue and Cow Meadow Place, the Templeton Area Advisory Group was concerned about the loss of CR designated land. However, the project would not reduce the supply of CR designated land. It would only expand the zoning of a 40 acre site to allow for both CR and CS uses. Also, approximately 50 acres of vacant and underdeveloped CR land would remain south of the project site on North Main Street. This would be more than enough CR land to meet the community’s future retail needs.

There is an abundance of commercially zoned land on North Main Street and Ramada Drive because when the Salinas River Area Plan was adopted in 1996 this area was envisioned as a regional shopping district with the purpose of "...serving the North County Region with major commercial establishments and providing visitor themed destinations." Since the adoption of the Salinas River Area Plan in 1996, the regional shopping center that was envisioned to be at this location was instead built just north of this property in the City of Paso Robles on North Theatre Drive.

Economic Development – The proposed general plan amendment could help stimulate economic development in the Ramada Drive area by allowing for a greater variety of commercial uses in order to meet the changing market demands for uses and services. As described above, the proposed general plan amendment would allow for new uses such as wineries, breweries, and artisan / craft food products, which are growing in popularity and compliment local tourism.

## AUTHORITY

Unlike the processing of land use permits, the first step when considering requested changes to the General Plan or Land Use Ordinance is for the Board to determine whether to initiate new legislation to change the rules. If the Board authorizes this request for processing, the item will be scheduled for public hearings before the Planning Commission and the Board after the environmental review process and staff report is completed.

The Land Use Element sets forth the authority by which the General Plan can be amended. Pursuant to the Land Use Element, the Board should consider the following factors:

- a. **Necessity.** Relationship to other existing Land Use Element policies, including the guidelines for land use category amendments, to determine if those policies make the proposed amendment unnecessary or inappropriate.
- b. **Timing.** Whether the proposed change is unnecessary or premature in relation to the inventory of similarly designated land, the amount and nature of similar requests, and the timing of projected growth.
- c. **Vicinity.** Relationship of the site to the surrounding area to determine if the area of the proposed change should be expanded or reduced in order to consider surrounding physical conditions. These may include resource availability, environmental constraints, and carrying capacity for the area in the evaluation.

## Staff Response:

Necessity - The project site is located in a predominately commercial area and the applicant's conceptual future development plans appear to be consistent with the surrounding land uses. The area along the railroad tracks on the eastern portion of the site is an ideal location for Commercial Service uses such as heavy construction, service, and small scale industrial. Such Commercial Service uses would be better suited along this area because they are less vulnerable to noise and other potential hazards from a railroad corridor.

Timing – Development activity has been limited in the Ramada Drive commercial retail area. This is partly because the area was originally planned and zoned in the Salinas River Area Plan for a regional shopping center, which was instead developed on North Theatre Drive in Paso Robles. The proposed land use category change would stimulate development in the Ramada Drive area by allowing for a greater variety of commercial uses.

Vicinity - The 40-acre project site is surrounded by Commercial Service parcels to the north, Agriculture land to the east, Commercial Retail and Agriculture to the south, and Highway 101 to the west. The area

to the north is an established Commercial Service area, developed with warehouse and office buildings, and would not benefit from a mixed CR/CS overlay since CR uses are already allowable in the CS category. Expanding the proposed land use category change to the east or south would conflict with adjacent agricultural land.

## GENERAL PLAN CONSIDERATIONS

### **Guidelines for Land Use Category Amendments**

In determining whether to approve a proposed land use category amendment, the Planning Commission and Board of Supervisors may consider, but shall not be limited to, the criteria listed in Exhibit B. These criteria include consistency with existing goals and policies in the General Plan, consistency with the applicable purpose and character statements, compatibility with the character of the general area, convenient access to a road system in the area that is adequate to accommodate the traffic generated, and in an area with demonstrated availability of needed public services and facilities, protection of prime agricultural soils, and if the change is needed to provide a sufficient supply of land for the population of the community or area.

### **Purpose and Character Statements**

Each land use category is defined in the Framework for Planning, a component of the General Plan, using purpose and character statements. These statements are to be used as criteria for evaluating whether a General Plan amendment is appropriate for a specific site. The statements identify suitable features or conditions for the location, extent and timing of designating a land use category.

#### Commercial Retail

The purpose statements for the Commercial Retail land use category include the following:

##### *Visitor-Serving Commercial Areas:*

- a) To provide limited areas for highway traveler services and uses associated with tourists and vacationers within urban areas on collectors or arterials or in rural areas where other commercial areas are distant.
- b) To allow for commercial and compatible accessory uses related to resort or recreational activities.

##### *Neighborhood Commercial Areas:*

- c) To provide convenient locations for retail commercial and service establishments to meet daily shopping needs of residential areas.
- d) To allow limited, compatible non-residential uses commensurate with rural parcel sizes.

The character statements for the Commercial Retail land use category include the following:

##### *Visitor-Serving Commercial Areas*

- a) Areas that serve transient and tourist needs incidental to traveling rather than local or regional residential demands, located within urban or village areas or at remote locations distant from urban or village areas where highway services already exist or would be accommodating of traveler safety in new locations.
- b) Areas where the following use groups from Article 2 of the Land Use Ordinance are eligible:

Libraries and museums

Bed and breakfast facilities



|                            |                                |
|----------------------------|--------------------------------|
| Collection stations        | Hotels                         |
| Eating and drinking places | Motels                         |
| Food and beverage sales    | Personal services              |
| Service stations           | Recreational vehicle parks     |
| Financial services         | Transit stations and terminals |
| Accessory storage          | Truck stops                    |

- c) Areas that are easily accessible and apparent from regional transportation routes.
- d) Areas in communities that are close to cultural, recreational and entertainment destinations or where needed to provide travel and tourism services.
- e) Areas that concentrate tourist accommodations and services and preclude functionally unrelated multi-family and retail commercial uses, discouraging dispersion of motels and other highway commercial uses in the other commercial or residential areas.

#### *Neighborhood Commercial Areas*

- f) Limited areas where small-scale neighborhood commercial and service uses can be allowed to enable each community to attain self-sufficiency in regard to day-to-day shopping needs without disrupting the residential character of the area.
- g) Locations between areas and downtown areas along collector or arterial streets which serve to reduce the number of shopping trips for daily needs and to encourage walking or bicycling.
- h) Sites between two and five acres in size, related to the population within a one-half to one mile radius market area.
- i) Areas with individual uses of generally less than 8,000 square feet of floor area to support small-scale business, with site and building design to blend with surrounding residential character.
- j) The following use groups from Article 2 of the Land Use Ordinance are eligible to be allowed in neighborhood commercial areas, with a maximum of 8,000 square feet for any use unless otherwise noted:

|                                 |   |
|---------------------------------|---|
| Nursery specialties             | Membership organization facilities                |
| Collection stations             | Small scale manufacturing                         |
| Building materials and hardware | Eating and drinking facilities (maximum 80 seats) |
| Food and beverage retail sales  | General merchandise stores                        |
| Outdoor retail sales            | Service stations                                  |
| Financial services              | Offices   |
| Offices, temporary              | Personal services                                 |
| Public services, consumer       | Accessory storage                                 |
| Temporary construction yards    | Pipelines and power transmission                  |
| Transit stations and terminals  | Vehicle storage                                   |

#### Commercial Service

The purpose statements for the Commercial Service land use category include the following:

- a) To provide areas for commercial or industrial trade services and light manufacturing where they will not adversely affect surrounding properties.
- b) To protect adjacent incompatible uses from harmful influences and prevent intrusion or conflicting uses.
- c) To provide suitable locations for retail, wholesale, heavy commercial and service establishments usually located near highway traffic or where terminal facilities are convenient.



The character statements for the Commercial Service land use category include the following:

- a) Areas characterized by existing heavy commercial, service, and small-scale industrial uses.
- b) Areas where uses generally serve occasional needs rather than day-to-day needs.
- c) Areas and uses that will not create extensive, incompatible land use mixtures.
- d) Areas within urban service and reserve lines, or village reserve lines.
- e) Areas located to promote infill and restructuring of existing heavy and service commercial areas and discourage proliferation of scattered service uses.
- f) Areas appropriate for developments using planned development concepts where unified landscaping, signing, building design, service capabilities and adequate circulation can be ensured.
- g) Areas located to have access from collector and arterial streets to avoid use of residential streets for access or deliveries.
- h) Areas with slopes less than 15 percent and located generally outside of floodways, fault zones and other hazardous or environmentally sensitive areas.

#### Staff Response

The project site is consistent with the purpose and character statements for both the Commercial Retail and Commercial Service land use categories. The project site is located within an established commercial and light industrial area within the Templeton urban reserve line. It is located on Ramada Drive, an arterial roadway, and has Highway 101 access to meet the shopping needs of tourists and highway travelers. The parcel configuration and surrounding uses fit the character of the Commercial Service land use category. The area along the railroad tracks on the eastern portion of the site is an ideal location for Commercial Service uses such as heavy construction, service, and small scale industrial. Such Commercial Service uses would be better suited along this area because they are less vulnerable to noise and other potential hazards from a railroad corridor.

#### AUTHORIZATION OPTIONS

Your Board should consider the following options as part of your discussions when considering whether to authorize this project for processing:

- 1. Authorize this General Plan Amendment application for processing to change the land use category on the 40 acre site from Commercial Retail to a mixed Commercial Retail and Commercial Service land use category. This would allow for any of the allowable uses in the Commercial Retail or Commercial Service land use category to be established on the project site.
- 2. Do not authorize the processing of this application.

#### OTHER AGENCY INVOLVEMENT/IMPACT

If the project is authorized for processing, the application will be referred to all applicable agencies and community advisory bodies. The application was sent as a tentative referral (notification that the application was requested, but has not yet been authorized for processing) to County Public Works Department, Environmental Health Department, Air Pollution Control Board, County Parks, CAL FIRE, Cal Trans, City of Paso Robles, Native American Heritage Commission and the Templeton Area Advisory Group. To date, the only responding agency is County Public Works which indicated that vehicle trip generation rates of CS zoning are comparable if not less than that of CR zoning and no significant circulation changes are not anticipated as a result of the proposed amendment.

## **FINANCIAL CONSIDERATIONS**

The applicant has paid a deposit and has agreed to process the amendments under a Real Time Billing Agreement, which will allow for the recovery of the actual cost of processing.

## **RESULTS**

Authorization of the General Plan Amendment application will allow continued processing of this request. If authorized, additional referrals will be distributed to outside agencies and the Templeton Area Advisory Group. The application will then be processed for compliance with the California Environmental Quality Act (CEQA) and reviewed by the Planning Commission before returning to your Board for final action. This authorization hearing is consistent with the county wide goal of promoting well-governed communities.

Not authorizing the application will stop the further processing of the General Plan Amendment. Any unused portion of fees collected will be refunded.

## **ATTACHMENTS**

1. Attachment 1 - Graphics
2. Attachment 2- Guidelines for Amendments
3. Attachment 3 - Purpose and Character CS and CR